



Program Framework 2005–2010

Proposal Submitted to the Board of Governors

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I. Overview of IDRC Principles and How They Relate to Programming

- 1 The principles that characterize the Centre's work, described in the Corporate Strategy (CS) document, are typically manifested through the Centre's program-based activities. It is through the various Centre programs — that is, the interaction of ideas, people, and money with development research and policy institutions in Canada and around the world — that the Centre operationalizes its precepts.
- 2 During CS+PF 2005-2010, the Centre will continue to maintain a principal focus on **capacity building** in research for policy, and, associated with it, support for a wider space for **critical thinking**. These dimensions of the Centre's work continue to set it apart from many other development agencies. Time and again, in the formal consultations organized by the Centre to develop CS+PF 2005-2010 and in our regular contacts with partners, it is apparent that association with the Centre is valued for its **sustained and continuous mentoring** — that is, an intense, professionally engaged, supportive programming mode. In practice, this will also mean continued emphasis on working directly with developing-country nationals and institutions, bringing in — but not imposing — views from outside the Centre where appropriate, including South-South links. Relatively long-term supportive relationships will continue to be established, the precise nature of which will be situation-specific.
- 3 The balance between long-term relationships and engaging with new partners plays out in a number of ways. During each of the past five years, for example, approximately one third of all Centre research projects have been with new institutions. These have accounted for a quarter of the dollar value of grants made in each of those years. The Centre's active research projects engage about 400 separate institutions, amounting to a portfolio of approximately \$162 million. Of these, the top 40 institutions account for approximately \$65 million of the total active portfolio. Repeat customers therefore dominate in numbers, and even more so in their access to the Centre's financial resources, while leaving room for new entrants.
- 4 The several consultations held during the past year re-iterated that the Centre manages to successfully pursue two seemingly contradictory objectives — **"investing ahead of the curve"** while remaining a **"listening organization."** These are not inconsistent with the Centre's capacity building mission. Nor is it the case that leading-edge ideas are transferred from the North to the South. Indeed, much of the Centre's work is the product of listening to visionary researchers and practitioners in developing countries.
- 5 In the early 1990s, the Centre identified environmental economics and natural resource valuation as an important opportunity in Southeast Asia. It is doubtful if the programming that followed would have been initiated if the Centre had been a purely responsive organization. Another example from that era is work in sub-Saharan Africa on the liberalization of trade in services (at a time when the trade policy debate in the region centred on traditional goods, trade facilitation, and market access issues.) More recently, the Centre's support for work in ecosystem approaches to human health was driven as much by the foresight of the Centre's professional staff as it was by a clearly expressed need from developing-country partners. The history of the Centre's involvement in information

and communications technologies for development (ICT4D) is about investing in moving targets, ahead of the curve, to bring more efficient and lower-cost technologies within the reach of ultimate beneficiaries. When IDRC first entered this area of programming it was one of the few agencies involved with ICTs for development. With the subsequent advent of the G8 DotForce, the UN ICT Task Force, and the World Summits on the Information Society, we see the adoption of this approach by other organizations.

- 6 During CS+PF 2005-2010, the Centre's exploration of the biotechnology (and nanotechnology) field would be an example of (we believe) intelligent foresight. Another example will be the continued focus on community-based natural resource management techniques in countries or regions where more centralized or hierarchical techniques prevail.
- 7 During CS+PF 2005-2010, the Centre will continue to place a value on **linking research to policy formulation and implementation**. The Centre's consultations, particularly in the regions, highlighted the need to focus more carefully on policy *implementation* rather than just policy *formulation*. This was brought out consistently, through discussions on why existing policies, rules, and regulations are not enforced, how corruption undermines their intent, and why technocratic approaches to solving a problem will not work without a sound understanding of the institutional context within which they are applied.
- 8 As the Centre's extensive study on the influence of IDRC-supported on public policy showed, the links between research and policy are complex, nuanced, and seldom linear. Policy changes occur at several levels ranging from supra-national to very local. The results of this study will be published shortly, and a brief analysis is contained in the 2004 *Annual Report on Evaluation Findings*. Five types of relationships between "government need" and "research interests" are proposed:
 - Policymakers know they need knowledge, are receptive to it, and its "supply" is readily available;
 - The issue is on the public and policy agendas but the government does not know what to do (a "leadership gap" exists);
 - The issue is clear but the government is not yet ready to act (typically due to a lack of resources);
 - There is no government involvement but a strong research agenda (the "emerging issue"); and
 - The public sector does not want to deal with this issue at the moment (on account of disinterest or hostility.)
- 9 The implications of this focus on research-policy linkages will play out differently across the Centre's programs, but do highlight the need to better understand the environment within which researchers and policymakers function, how research and analysis is situated in the broader arena of governance and change, and the need to focus on outcomes and processes well past the end of the formal project life. How this is achieved will vary (see section VII below) but will everywhere be the result of a combination of imperatives (and support) built into projects, as well as Centre-wide initiatives through the work of the Evaluation Unit and Communications Division.
- 10 Policy relevance cannot come at the price of **scientific excellence**. Nor can capacity building be seen as an excuse to support work that is not credible. Indeed, these are all

complementary. The emphasis on excellence will continue to be the mainstay of the Centre's support for research. In its various competitive grants mechanisms, this criterion will remain front and centre through a careful assessment of, for example, the methodological and data quality of research proposals. Support for travel to professional conferences and peer-reviewed publications will increase as the Centre moves to larger, more "complete" projects. The professional reputation of institutions and individuals will continue to play a leading role when IDRC programs select research partners. These sorts of criteria will, therefore, figure prominently in the external reviews of projects and programs that the Centre uses for decision-making, accountability, and learning purposes.

- 11 It should be understood that impacts, be they on policy or science, are occurring in subject areas where the primary data, the results, and their interpretation are highly charged, not just because of imperfect political processes, but also because of scientific uncertainty. The uncertainty itself is situation specific. Joseph Stiglitz — writing in an albeit economic mode — argues that "changes in technology, in laws and in norms may all exacerbate conflicts of interest, and, in doing so, may actually impair the overall efficiency of the economy" [*Daedalus*, Summer 2004]. The history of development is replete with examples of seeming scientific advances applied naively, inappropriately, or worse. A technical advance in one context may not be viewed as such in another. The implication for the Centre's work, then, is not to promote a given technology or methodology, but rather to create the platforms in developing countries where such research can be pursued *and the choices associated with its design and implementation* can be debated and made. This amounts to a continued focus on what has come to be known as **social innovation**, the blend of science and institutions that interact and which yields outcomes that vary across — and within — societies.
- 12 The Centre's "Crucible Group" project provides an illustration. Following the United Nations Conference on Environment and Development — the "Earth Summit" — in Rio de Janeiro, in 1992, this initiative brought together scientists, opinion- and policy-makers and business executives from developed and developing countries to discuss issues around the conservation and enhancement of plant genetic resources. Given their vastly differing views on controversial topics, no attempt was made to arrive at consensus every time. Instead, discussion was based on rigorous and dispassionate background papers, and it clearly reflected the values and experiences of each of the participants. The result has been a series of recommendations, some unanimous others not, which have informed the debate on the subject the world over, and lead to very practical — but varied — creation of new or changes to existing legislation on plant genetic resources and intellectual property rights in several developing countries.
- 13 The Centre has traditionally worked in a **networked modality**. That is, communities of institutions or individuals are linked together around a common theme or purpose. In CS+PF 2005-2010, this trend will accelerate for a number of reasons. This mode — when properly executed — is an efficient way to transmit knowledge across a wide range of groups or regions. Membership issues have to be sorted out early. In some instances, membership needs to be broad and inclusive in at least three dimensions — it must include policymakers, civil society, and the private sector. In others, a narrow focus, either by discipline or function, is more effective. In almost all cases, the size and profile of network members will evolve over time.

- 14 One of the Centre's important comparative advantages in this respect is in the creation of South-South and North-South-South networks that, at their best, are both inclusive and efficient. If achieved, then the multiple goals of capacity building, links to policy, and scientific excellence are more likely to be met. Networks often overcome stratification by size, research capacity, and influence, making network development an important complement to individual capacity building and institutional strengthening. (However, it should be noted that networks are sometimes guilty of weakening rather than strengthening institutions.)
- 15 A number of Centre programs have reached the level of internal cohesion where they are effectively networks or will be developed toward that goal during CS+PF 2005-2010. Finally, improvements in information and communications technologies (ICTs) make the creation and functioning of networks easier — so long as it is understood that ICTs are a necessary and not sufficient condition in this regard. Areas where networks are likely to emerge or strengthen during CS+PF 2005-2010 include:
- the “communities of practice” in ecosystem approaches to human health;
 - the regional and thematic networks on trade policies;
 - the “clusters of competence” in the Centre's ICT4D work in Asia;
 - the consolidation of environmental economics programming in Southeast (SE) Asia, its links to similar networks in other regions, and its expansion to other regions;
 - the medicinal plants networks in South Asia and in Eastern Africa;
 - the water demand management forums in the MENA region;
 - the Community Based Natural Resource Management Centres of Excellence in Southeast Asia;
 - the network for gender, ICTs, and empowerment in Southern Africa;
 - the Peace, Conflict, and Development Program Initiative's sub-group on transitional justice.
- 16 The Centre's work will always be shaped by **regional specificity and context**. It is important here to distinguish between the structure of the Centre's programs and their content. Many Centre programs are global initiatives because of the universal nature of the development issues they tackle. The growth of urban and peri-urban agriculture; the need to control the production and consumption of tobacco; and the promotion and facilitation of effective collaboration within the international community through the use of ICTs: these are issues that all developing countries, indeed all countries, face. But how they should be tackled in individual countries and the nature of the development research support in specific situations depend on a host of factors. A globally organized program would take this into account when designing an intervention in a particular country. Tobacco is an example: while the over-riding objective everywhere is its control, the strategy to support evidence-based policy interventions depends on, among other things, whether or not the country grows tobacco; whether it is a net exporter or importer; its demographic profile; the citizens' level of education; the nature of the health system; the country's income level; the policy (incentive and disincentive) structure vis-à-vis tobacco; and the nature of the country's legislative process and government. This tailored approach to programming might well seem obvious. However, it may be that the high

marks the Centre receives (relative to other donors) for being responsive yet innovative is linked to the diligence with which programs connect with local realities.

- 17 Finally, a key lesson from CSPF 2000-05 is the importance of **program effectiveness and resilience**. There are two main arguments to be made: one is that it simply costs too much to administer a multitude of small activities and the Centre ends up spending too much on itself relative to funding its clients (the *efficiency* argument); and two, that programs have to be a certain minimum size or critical mass to produce results of value (the *effectiveness* argument). Clearly there is a high degree of interdependence between the two. As some of the Centre's own research has shown (the Employee Climate Survey and the Workload Study), program staff that are engaged in too many activities and transactions, with inadequate time for reflection, feel that quality suffers and that the Centre's work is less effective.
- 18 Of the two qualities, effectiveness is the more important. In theory, the Centre could be highly efficient in the narrow sense of having more streamlined operations, less time and money spent on administrative tasks, and more program officer time devoted to fewer program activities. Networked projects, for example, can form natural environments for self-supporting learning and mentoring, making less demand on program staff time.
- 19 Efficiency is easier to achieve because it only deals with cost ratios and costs per unit of output, (e.g. \$/project). Effectiveness takes quantity, quality, and value of output into account. To address effectiveness adequately, we would need data on outputs, outcomes, downstream impacts, and so on. This information is in short supply, not just in IDRC but also in every other institution that deals with research, either directly or indirectly, especially those dealing with public goods. The point is not to try to deal with the value of output, but to provide a reminder that it is a key element of the conceptual framework of the Centre's programming.
- 20 In practice, the argument for effective programming boils down to the following points:
 - more "complete" projects that pay as much attention to the front end (project design, adequate budgets) and back end (dissemination, communication, networking) as they do to the middle (monitoring of the progress of the project);
 - more "complete" projects that build in support for (seemingly) "non-core" activities, such as institutional support, travel to professional meetings, and access to data and information;
 - Centre-wide initiatives that build individual and institutional capacities in areas like communications, resource expansion, and financial administration;
 - larger program teams that comprise the necessary skills sets to deal with the intellectual ambit of the program, and are resilient to the inevitable shocks that affect projects and staff;
 - greater emphasis on modalities such as fellowships and awards programs, and networked clusters of project efforts on related themes.

II. Making Choices

- 21 A number of considerations have gone into the proposed configuration of programs for the period 2005-2010. The extensive set of internal and external consultations, program evaluations, and Centre management's own assessment of and experience with programming during CSPF 2000-2005 have played a pre-eminent role. A primary outcome of this set of considerations has been the importance of balancing continuity in programming with change. The role of continuity, particularly in the development cooperation sector where agencies are frequently criticized for being driven by "fads," cannot be over-estimated. Capacity building, in particular, requires prolonged and dedicated attention if it is to be durable. Continuity is also important to attract and retain the high quality specialists who contribute to IDRC's reputation for professionalism.
- 22 A second set of considerations in making choices relates to resources, both human and financial. The Centre is on a modest growth path financially, with an increasing Parliamentary grant and buoyant resource expansion (see Section VI, below). But in real terms, the Centre's grant is still about 30 percent lower than at its peak in 1988/89, a fact mirrored in its staff complement. Moreover, the size and composition of the Centre's professional staff is relatively fixed, at least in the short term. It would be a mistake to consider these as hard constraints working against change. Rather, they point to the need to introduce measured change, in a manner that is compatible with trends in existing resources.
- 23 A third set of considerations has already been mentioned in Section I. In short, program choices will be guided by the extent to which research on a given issue or region can be replicated and/or scaled up, and will lead to developmental outcomes through the processes of policy formulation and implementation. An important factor internal to IDRC has been the need to develop program resilience. Finally, to preview the content of Section IV below, these program choices will be congruent with the priorities of Canada's development, innovation, and science and technology (S&T) agendas.
- 24 Together, these considerations have provided the guideposts by which program choices have been made.
- 25 During CS+PF 2005-2010, the Centre's programming will continue to be organized around three program areas — Environment and Natural Resource Management (ENRM), Information and Communications Technologies for Development (ICT4D), and Social and Economic Policy (SEP) — operating in four developing regions (Africa; Asia; Latin America and the Caribbean; and the Middle East and North Africa). Important cross-cuts will be provided by Centre-wide as well as program-specific training and awards programs (sections IV and VII), links with the Canadian research, policy, and civil society sectors (section IV), and partnerships (section VI). The three program areas will provide the principal umbrellas covering the Centre's program priorities. During CS+PF 2005-2010, each will pursue nuanced shifts in focus from previously, move to a greater degree of consolidation in programs and their management, and lead to an even higher level of cross-program area collaboration.
- 26 In addition to the crosscutting dimensions just mentioned, programs will be developed or ramped up in the following areas: the developmental potential of the new technologies (biotechnology and nanotechnology); knowledge systems in developing countries;

gender justice; the role of the private sector in creating jobs, reducing poverty and enhancing competitiveness; and (a return to) a more explicit treatment of education as a public good. (Sections III.iii, IV, and V deal with these topics and explorations more generally in greater depth.)

- 27 Inevitably, the range and reach of Centre programming, while extensive, leaves some topics relatively uncovered. Following a decision taken during the period of budget cuts in the early 1990s, energy issues are not treated in any systematic manner. Similarly, the nexus of issues around demographics, population, and remittances remains outside the reach of direct programming. In each case, the Centre does not have the specialized staff, or would have to reduce its financial allocation to another program, to do a credible job in these areas. This does not mean that no Centre support goes to these areas. For example, the Centre-supported Asian Development Research Forum has a sub-group on population and demographics, while parts of the Centre's ENRM and new technologies programming support work on efficient energy use.
- 28 While the Centre is aware of the highly debilitating role that corruption plays in subverting good policies, it has decided not to organize a dedicated program on the issue, but rather to seek to ensure that existing programs include an understanding of the role of the forces of corruption and the illegal economy. For example, the Centre's response to the change in government in Kenya in December 2002, and the Peace, Conflict, and Development PI have incorporated this dimension.
- 29 The working assumption of this document is that the Centre's Parliamentary grant will continue to increase modestly for the duration of CS+PF 2005-2010. A contingency must be made for a more pessimistic funding scenario, however. It would be neither possible nor appropriate in this document to identify exactly how programs would adjust to a reduction in funding. The process that would be followed would include two elements: a serious examination of how resource expansion from other sources might fill the gap; and the use of existing internal processes to arrive at the final decision. Concerning the latter, each October Centre management reviews programs and indicates which could absorb more funding, which are in steady state, and which might need to pause or reduce before proceeding further. (Internally, this has come to be called the "three arrows" exercise, as a blunt indication of the three possibilities.) This exercise, coupled with the current in-depth knowledge on each program that managers (principally the Directors of Program Areas, Regional Directors, VP-Programs and President) possess, would serve well should decisions have to be taken in response to a change — an increase or decrease — in the budget.
- 30 If a final comment were to be made on the question of making choices, it is this: there is a strong trade-off between the extent and depth of the Centre's thematic and regional coverage. The risk of being spread too thin is at least as great as the risk of not being "in" on a certain topic or country. This does not mean that new directions should not be pursued — several are, as this document shows. Rather, it means that choices are made based on the Centre's ability to then pursue a credible, sustained, and effective program of support.

III. The Program Matrix

- 31 Although the five-year CS+PF process provides an important opportunity to reflect on the environment in, precepts on, and modalities through which the Centre operates, the “PF” is a rolling program frame, constantly adapting to changed circumstances, and whose individual programs extend from one CSPF period into the other. This document is a framework describing in very broad terms the shape of Centre programming and the main considerations that will determine it over the next five years. The prospectuses describe each PI thrust in greater detail. The annual program reports to the Board (which alternate between a thematic and geographic cut of the program matrix) provide regular accounts of the progress and developments in Centre programming while the Program of Work and Budget, presented for approval to Governors each March, contains descriptions of and financial allocations to all Centre programs.
- 32 The rest of this section and the next two provide the basis and parameters of IDRC’s program matrix — that is, the three program areas, explorations, and crosscutting research — for the period 2005-2010.

i. Environment and Natural Resource Management (ENRM)

- 33 In 1972, the environment appeared for the first time on the world’s agenda at the United Nations Conference on the Environment in Stockholm. From there was born the notion of eco-development. Stockholm articulated the right of people to live “in an environment of a quality that permits a life of dignity and well-being.” Then, in 1987, the Brundtland Report introduced the idea of sustainable development as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.”
- 34 The United Nations Conference on Environment and Development — the “Earth Summit” — in Rio de Janeiro, in 1992, advanced the concept of sustainable development and specified the place of men and women in such development: “Human beings are at the centre of concerns for sustainable development.” The Earth Summit provided a forum to address issues of both environment and development, and to highlight differences in perspective between the North and South. After the Summit, sustainable development took on a life of its own, forcing its way into the deliberations of bodies ranging from city councils to international organizations, including IDRC.
- 35 The World Summit on Sustainable Development in Johannesburg, in August-September 2002, placed more emphasis on the interwoven complex links between environmental, social, and economic aspects of sustainable development, as well as on the need for its concrete implementation. The 1972 Stockholm Conference call for concrete action of the late Prime Minister of Sweden is today more than ever accurate and needed:

People are no longer satisfied only with declarations. They demand firm action and concrete results. They expect that the nations of the world, having identified a problem, will have the vitality to act.

— Swedish Prime Minister Olof Palme, Stockholm, 1972.

- 36 The work of the ENRM program area is centred on the profound challenges brought about by the complex links between human well-being and the processes of globalization, development, and natural resource degradation. During CS+PF 2005-2010, the ENRM program area will continue to pursue this goal: ensuring that the concrete results that are generated at various scales through our support will help nations and stakeholders involved in sustainable development initiatives to act. This will be done with support for the generation of solutions to address complex problems, which, suitably modified, may be applied in other similar situations.
- 37 Work in this program area has been characterized by efforts to develop systematic research frameworks that engage multiple disciplines in the social and natural sciences and participatory field methods to more effectively engage stakeholders in problem identification and interventions. The gender and other social dimensions of access to a healthy environment and productive resources — and of participation in decision-making — are key concerns. ENRM has made important contributions to understanding these dimensions, but much is still to be done to ensure that a critical mass of skilled researchers exists in the South to build on this knowledge.
- 38 The program area supports work that is field-based: action- and policy-research that offers viable alternatives to or improves current environmental management practices and institutions. These provide practical approaches to enhancing food and water security, human health, the quality of natural resources, democratic participation, governance, and equity. Programs in this area operate in rural, peri-urban, and urban settings, taking into account the regional context and specificities.
- 39 Because it is clear that communities do not live and work in isolation, community-level work needs to inform and be integrated into the larger picture. A more conscious effort will be made during CS+PF 2005-2010 to support work that is (with suitable modifications) replicable in other situations, scalable from a pilot phase to a development project phase, and that yields results with meaningful policy implications. A more explicit and systematic link between global dynamics and local environmental change (for example, links to urbanization, emerging and re-emerging diseases, and climate change), and the appropriate institutions to mediate these dynamics (at every level — local, regional, national, supra-national) will be made.
- 40 Processes for engaging multiple stakeholders — a strong point of the ENRM work that is now clearly reaching the point of engaging more than community participation processes — will continue to be incorporated in research and analysis to directly improve people's lives. Care will be taken to demonstrate tangible outcomes.

Themes and Program Initiatives

- 41 In addition to changes at the management level already made, it is expected that a set of structural changes that consolidate programming in this program area will enable the Centre to achieve the goals described above.

a. Ecosystems and Human Health

- 42 The Ecosystem Approaches to Human Health (EcoHealth) Program Initiative aims to understand the social and ecological context of human health and well-being. Despite some progress, environmental factors still dramatically affect the health of many people. Deteriorating environmental conditions are a major contributor to poor health and a reduced quality of life. Overall, it is estimated that poor environmental quality is directly responsible for about 21% of all preventable ill-health, with diarrheal diseases and acute respiratory infections heading the list. The World Health Organization (WHO) estimates that approximately three million children die each year from environment-related causes and more than one million adults die of work-related illnesses or injuries. Between 80 and 90% of diarrhea cases are caused by environmental factors. In developing countries, between 2.0 and 3.5 billion people use fuels that give off smoke and other harmful substances. Globally, 7% of all deaths and diseases are due to inadequate access to or the use of unsafe water, sanitation, and hygiene. Approximately 5% are attributable to air pollution.
- 43 At IDRC, the EcoHealth PI reflects many years of evolution in support for health research. In the early days, the research supported by the Centre was largely biomedical: vaccines, disease control strategies, and contraception. Later, IDRC began to take the environment and the community into account. In 1990, the program was called Health, Society, and Environment: although it involved specialists from different disciplines working together, it sought only to improve human health, not the environment. IDRC created the EcoHealth program in 1996. This program emerged at the crossroads of the development of practices in public health and in ecosystem health. It proposed bringing together scientists, decision-makers, and community members to work toward improving the community's health by improving the socio-ecological context in which people live.
- 44 Building on its past successes — notably in supporting scalable work and linking effectively with Canadian and international institutions and policy processes — this PI will pursue the work initiated during the last seven years, with a commitment to make the original framework more sustainable and fully institutionalized over the course of the next CS+PF. This was suggested by the participants in the International Forum on Ecosystem Approaches to Human Health held in Montréal, in May 2003. The PI will provide stronger support for the development of a “community of practice” that met for the first time during the Forum (350 participants from 42 countries).

b. Urban Agriculture and Environment

- 45 About half of the world's population (47 percent) now lives in urban areas, compared to little more than 33 percent in 1972. The concentration of people, their consumption patterns, and their economic activities affect the environment through resource consumption and waste discharge.
- 46 Growing food in and around cities has become a major industry, vital to the well-being of millions of poor — and some not-so-poor — residents. It is estimated 15 percent of all the food consumed in urban areas is grown by urban farmers and that this percentage will double within 20 years. Some 800 million people are estimated to be involved in urban agriculture worldwide.

- 47 More urban actors are interested in and engaged in urban agriculture (UA) to ensure greater food security, reduce poverty, and achieve sustainable urbanization. Research indicates that children's nutritional status is better in poor, self-provisioning urban households than in those who do not engage in UA. UA also provides significant incomes to those involved in market-oriented production. UA also uses organic solid and liquid wastes effectively, discourages dumping and squatting on open urban land, and rehabilitates contaminated land and water bodies. The challenge is that most urban dwellers involved in UA are the poor who do not own the land they farm and who have little if any support. This leads them into insecure, unsafe, and environmentally degrading practices.
- 48 The Cities Feeding People PI (CFP) has built on a 20-year record of research on urban food systems. Initial projects focused on urban food security and nutrition, urban food distribution, and solid waste recycling. The second phase of the PI developed multi-city projects, and regional and global networks. An architecture based on five linked pillars (research, training, information, result utilization, and evaluation) was developed. The Centre has developed a niche and a good reputation in this area. Programming in this domain will expand during CS+PF 2005-2010 to more explicitly include these urban environmental issues: waste management, water use, and the connections between urban food and environmental systems and poverty. The name change, to Urban Agriculture and Environment (UAE), reflects a move to clearer program titles.

c. Rural Poverty and Environment

- 49 Rural poor (including coastal populations) depend directly for much of their livelihoods on a range of environmental services and natural resources. Three quarters of the world's poorest people (the 1.1 billion living on less than \$1 a day) live in rural areas and depend partly on agriculture for their survival. Per capita food production in much of sub-Saharan Africa has been declining for over 30 years. Common pool resources (forests, uncultivated plants and wild foods, rangelands, fisheries) contribute US\$5 billion a year to poor rural households in India, equivalent to 12 percent of total household income. The numbers in Western and Southern Africa are of a similar magnitude. As much as 35-40% of household "income" is derived from these sources in Zimbabwe, for instance. Worldwide, some 350 million people depend directly on forests for their survival. Global forest cover has declined by 46% since pre-agricultural times, however.
- 50 The unsustainable use of resources threatens the poor most immediately: 15% of the world's population depends on fish for protein needs, yet 75% of the world's fisheries are over-fished or fished at their biological limit. Nearly 41% of the world's population lives in water-stressed river basins. In Africa, poor rural women and girls expend more than one third of their daily food intake to fetch water, a task that, on average, takes up to three hours a day. Tropical forests are deforested at a rate of almost 1% annually: the net loss in global forest area during the 1990s was about 94 million ha (equivalent to 2.4% of total forest area). In the 1990s, almost 70% of deforested areas were cleared for agriculture. Poverty Reduction Strategy Papers (PRSPs) have been widely criticized for their lack of attention to the sustainable use of the environment and natural resources.
- 51 The Centre's focus on rural food and water security is increasingly emphasizing resource governance to reduce vulnerability, enhance assets, and legitimize the rights of all too essential natural resources. The Rural Poverty and Environment (RPE) PI will develop a

coherent framework that will be applied in distinct focus areas — environmental governance, enhancing equitable access and use rights, strengthening communities' ability to benefit from globalization, and adaptive learning.

- 52 The RPE PI's work will increasingly focus on benefits to the rural poor from improved ecosystem productivity, and on adaptive local responses to external threats and opportunities. The PI will continue to promote participatory approaches to community-based ENRM as a precondition for sustainable rural development and will seek to ensure that development practitioners and researchers facilitate innovative local responses to environmental and developmental issues such as water management, resource degradation and exclusion, and the impacts of global economic and environmental change. The PI will also contribute to policy implementation through focused interventions in key areas such as water governance. It will contribute to bridging the gap between improving community based resource management and policymaking by supporting programs and institutions that strengthen the institutional environment for policy implementation to enhance the resilience of the rural poor.

Secretariats and Corporate Projects

- 53 The ENRM program area hosts two secretariats, the International Model Forest Network Secretariat (IMFNS), and the Environmental Management Secretariat (EMS), as well as two corporate projects, the Mining Policy Research Initiative (MPRI) and the EcoPlata project (Integrated Coastal Zone Management in Uruguay, now administered by UNDP in Uruguay).
- 54 In CS+PF 2005-2010, the ENRM program area will continue to host the IMFNS given the specific niche it fills and the support it receives from external partners. Model forests are strongly country- and stakeholder-driven. The model forest approach to sustainable forest management provides a coherent and shared framework across this global network. Within this shared framework, however, substantive decisions on program priorities and directions are left to the discretion of stakeholder groups. For example, whereas model forest partnerships in Canada have focused on technical and awareness-building aspects of sustainability, in developing countries local partnerships have used this tool to promote different priorities linked more closely to development, such as governance, poverty alleviation, capacity building, and equity in decision-making. In almost all cases, model forests serve to promote the rights, interests and well being of indigenous peoples.
- 55 EMS focuses on developing the international environmental agenda at local levels, facilitating regional networking, strengthening capacity building and research at the municipal level, and validating innovative multi-stakeholders partnerships to improve local governance. Closer collaboration with other PIs active in urban issues (EcoHealth and UAE) will be established.
- 56 Both corporate projects will be devolved shortly as they have reached a point of sustainability. The EcoPlata project is already administered by UNDP in Uruguay, with significant support from national stakeholders in the country. In the case of MPRI, a devolution strategy is currently being formulated so as to ensure a successful pursuit of project activities by an appropriate institution in the Latin America region.

ii. Information and Communications Technologies for Development (ICT4D)

- 57 IDRC has championed specialized programming relating to the use of information and networks in applied research since its inception. Indeed, the IDRC Act makes explicit reference to this: *IDRC shall... establish, maintain and operate information and data centres and facilities for research and other activities*, [IDRC Act, 1970]
- 58 IDRC is both distinguished from other agencies and reputed for its longstanding programming in this sector. In the 1970s, this involved support to libraries and library sciences. Later, in the 1980s and early 1990s, it focused on databases and computer systems in libraries in the developing world. Although ICT programming began at IDRC in the mid-1990s, the absence of a unifying and strategic program framework created problems of coherence, integration, and strategic direction.
- 59 At the start of CSPF 2000-2005, a new Program Area — Information and Communications Technologies for Development (ICT4D) — was established to build on IDRC's longstanding experience in this area. IDRC's subsequent leadership position in the G8 DotForce, the Global Knowledge Partnership, and the World Summit on the Information Society reflect IDRC's profile in this sector within the global development community.
- 60 In the recent media scan conducted by the Communications Division, ICT4D was the most frequently cited thematic area at IDRC. IDRC is known to both international and Canadian partners because of its ICT4D programming. One outcome has been the allocation of nearly \$50 million in additional external resources via (principally): the Institute for Connectivity in the Americas, Connectivity Africa, and, more recently, the Microsoft-supported Telecentre Support Network.
- 61 Globally, the ICT programming landscape is diverse. While other organizations have followed IDRC's lead in adopting ICT for development in their programming (most notably the UK Department for International Development and US Agency for International Development), many other public agencies have not, including in Canada. Despite the international emphasis on "digital divide" issues over the past four years, the Canadian International Development Agency (CIDA) has not embraced this sector. Other organizations, such as UNDP, that have not had IDRC's success in attracting external partners and funding for this sector, have actually dropped ICTs as a primary thematic area.
- 62 What most differentiates IDRC in this sector is its support for *applied research*. Although some of the Centre's externally funded, newer initiatives include development programming, because they are located at IDRC they have a strong research and analysis component.
- 63 The programs comprising the ICT4D program area have yet to complete their first generation of programming and will come before the Board for review in March 2006. The process of external review will start in January 2005. These evaluations, along with the second World Summit on the Information Society (Tunis, November 2005), the Summit of the Americas (Buenos Aires, November 2005), and the UN Heads of Government Millennium Development Goals Summit (New York, September 2005) will add considerably to the strategic development of this program area.

- 64 The demand and need for leadership in applied research in the area of ICTs for Development remain strong. There are two pillars to the current CSPF in this area, *Access* and *Information Economy*. The consultations for CS+PF 2005-2010 indicated that IDRC partners expect the Centre to continue its leadership in these areas, with a special focus on how developing countries can benefit from and contribute to the new Information Economy.

a. From Access to Information Economy

- 65 CSPF 2000-2005 indicates that the ICT4D Program Area will address issues of both access to ICT resources and assets, and participation of developing-world partners in the information economy. Programming in CS+PF 2005-2010 will place greater focus on issues associated with the information economy, opportunities, and challenges. An exploration to deepen our understanding of some of the related issues is underway. It combines the work of several ICT4D programs and Social and Economic Policy's (SEP's) Trade, Employment, and Competitiveness Program Initiative. Greater resources will be focused on the role of women in the information economy in the next generation of ICT4D programming. Efforts in this regard have already begun within the Communities and the Information Society in Africa (Acacia) PI. As well, ICT4D will participate in the Centre-wide exploration on the role that entrepreneurship and the private sector play within the information economy in the developing world.

b. Regional Context — Global Issues

- 66 While the Centre's ICT4D programming remains firmly rooted in Africa, Asia, and the Americas, it is also identifying and participating in global networks and processes. The Centre's participation in the DOTForce, the World Summit on the Information Society, the UN ICT Task Force, and the Global Knowledge Partnership — spearheaded by the ICT4D group — provides the program area and the Centre with a platform that assists our applied research partners. Some of the global issues that will be built upon in the next generation of programming include progressive pro-poor policy adoption, Internet governance, intellectual property rights, and open source as a value proposition with special relevance to the developing world. While ICT4D has always relied on strengthening networks of applied researchers, its Asian programming will build on recent approaches to support "clusters" of competence in Distance Learning Technology and the localization of digital tools. In Africa, a new approach to e-government is now being undertaken. The Bellanet Secretariat represents another mechanism through which regional issues can migrate to global forums, creating larger value-added networks.
- 67 In CSPF 2000-05, very few commitments had been made to programming in this domain in the MENA region. This was principally due to a shortage of human and financial resources rather than to any systematic assessment of needs (or lack thereof) in that region. During CS+PF 2005-2010, ICT4D will expand its programming to include the Middle East and North Africa region through new programming capacity in the regional office in Cairo and in Ottawa.

c. Scaling-Up

- 68 As more organizations adopt ICT programming, opportunities increase for partnerships. When the ICT4D Program Area becomes involved in digital and internet technologies, it

will do so more often through consortia and partnerships that help to create the critical mass needed to overcome major development impediments. While new technologies exist to overcome most of the longstanding problems of geography and climate, overcoming the principal cultural and institutional issues that block progress will require considerable applied research, planning, and partnership development of the sort that has recently been created in E-Link Americas (a vehicle with which access and partnerships will be enhanced for social development organizations in Latin America and the Caribbean), the work with the African University Broadband Coalition, and others. The recent Microsoft contribution to support a Telecentre Support Network within the ICT4D program area is excellent example and offers the opportunity to demonstrate the impact of larger-scale projects.

iii. Social and Economic Policy (SEP)

- 69 The past 10 years have seen rapid growth in parts of the developing world, led by the continued expansion of the Chinese and Indian economies. Fuelled in particular by the growth of the Asian giants, acute poverty — at least as measured in income terms — fell from 28 to 21 percent of world population between 1990 and 2001. Yet absolute numbers of the acutely poor have declined much less rapidly, if at all. Progress in reducing the overall number of the very poor slowed during the 1990s compared to the previous decade, with some 1.1 billion people continuing to live on less than US \$1 per day in 2001, the latest year for which figures are available. In many countries in Africa, Latin America, and Asia, the number of very poor continues to rise. The persistence of poverty alongside growth has led to renewed interest in what François Bourgignon of the World Bank has labelled the “poverty-growth-inequality triangle.”
- 70 At the same time, our understanding of the phenomenon of poverty has deepened. Multi-dimensional analyses of poverty have highlighted the limits of simple income measures, while rights-based approaches like those pioneered by Amartya K. Sen have emphasized that it is the expansion of the capabilities and entitlements of poor women and men — not simply their levels of income and consumption — that is at the heart of the development *problématique*.
- 71 Assessed in these terms, the record is even more ambiguous. Non-income measures of well-being — nutrition, access to education, maternal and child health, prevalence of HIV/AIDS, malaria and other major diseases — have improved much less steadily and evenly than income measures of poverty. Equally important, there are significant disparities — between men and women, across regions, and between the rich and poor — in progress in each of these areas. Meanwhile, secure civil and political rights and meaningful political enfranchisement continue to be denied to large numbers of the citizens of the South.
- 72 It is toward this complex of issues that IDRC’s Social and Economic Policy (SEP) Program Area directs its attention. It focuses on enhancing the prospects for equitable development in its broadest sense, implying a simultaneous concern for economic growth, poverty reduction, political inclusion, and social justice.
- 73 Implicit in this approach is a concern for the institutions that mediate between development goals and development outcomes, and for issues of governance and the exercise of power at a variety of levels. Public policy remains critically important, but attention has

increasingly shifted from “one-size-fits-all” policy fixes to a more contextualized, politically nuanced analysis of policymaking and implementation.

- 74 SEP programs are thus united by a focus on public policies that can reduce poverty and enhance social equity. They aim to effect policy change in three ways: by strengthening long-term capacities to carry out, manage, and disseminate research; by supporting policy-relevant research and analysis on issues of immediate policy concern; and by assisting researchers and civil society organizations to facilitate public accountability by informing debates on key policy issues. They are concerned not simply with the design of policies, but also with the intricacies of policy implementation — and hence with the realities of institutions, governance, and power at the local, national, and international levels.

Program Themes and Initiatives

- 75 Over the next five years, SEP intends to focus its attention on the following four broad sets of issues, each of which represents a key challenge in promoting equitable development. Work will be centred on a limited set of global Program Initiatives operating across the regions of the developing world.

a. Peace, Conflict, and Development

- 76 Violent conflict not only results in the massive loss of human lives and human dignity. It also undermines states’ capacities to govern and citizens’ abilities to enjoy rights and entitlements. Conflict also remains a critical brake on policies for social and economic development throughout much of the developing world, with negative impacts on growth, distribution, and government finances. In many countries, in fact, the complexities of today’s wars mean that conflict is *the* development issue. Understanding the causes and consequences of violent conflict and rebuilding social, economic, and governance institutions in the wake of conflict is an urgent task, from Sri Lanka to Colombia to Sierra Leone.
- 77 IDRC’s Peace, Conflict, and Development Program Initiative (formerly Peacebuilding and Reconstruction) has established a reputation as a leader in supporting research in this field, particularly in Central America, the Middle East, and Southern Africa. A key lesson from experience to date is that, regardless of the context, research for peacebuilding must occur in advance of the end of conflict and must continue well after the guns have fallen silent. Over the coming five years, the Centre will expand programming in Asia and Africa to establish a genuinely global program of work. It will also give more explicit attention to conflict prevention as well as post-conflict reconstruction. While still focused in part on long-term programming in specific conflict and post-conflict contexts, the PI will increasingly support comparative, cross-country analysis on issues such as the political economy of peacebuilding, transitional and restorative justice as a means of building the foundations of lasting peace, and the gendered consequences of conflict and peacebuilding.

b. Globalization, Growth, and Poverty

- 78 Long-term reductions in poverty and inequality depend on the growth of jobs and incomes for the poor — and hence on the ability of developing-country producers to compete in a globalized world economy. Yet the foundations of sustainable pro-poor growth remain poorly understood and incompletely realized throughout much of the

South. Growth is clearly important, but on its own there is no guarantee that rising exports or gross domestic product will translate into meaningful improvements in the well-being of the poor. IDRC has a strong record of achievement in poverty monitoring and analysis and in trade policy through the Micro Impacts of Macroeconomic and Adjustment Policies (MIMAP) and Trade, Employment and Competitiveness (TEC) Program Initiatives. Over the next five years, SEP will build on this work, as well as on the experience of the Small and Medium Enterprise Policy project in Egypt and the Peru Social and Economic Research Consortium, to address this broad field of work. A new program initiative incorporating aspects of the work of both PIs will be developed for submission to the Board in 2005.

- 79 Particular attention will continue to be directed to the interactions between the rules and institutions of international trade and investment on one hand, and domestic economic policies on the other hand. This includes attention to “behind the border” trade issues such as investment and competition policy, to the overall regulatory climate facing enterprises, to sectoral policies in key fields such as agriculture and services. It also means attention to safety nets and other social policy initiatives, which are crucial to managing the dislocations associated with a volatile international economy. Increased efforts will be made to assess and document the impacts of policy choices on distribution and poverty, building on the tools, approaches, and research networks developed through MIMAP and its “Poverty and Economic Policy” networks.

c. Equitable Access to Health and Social Services

- 80 The ability of states to guarantee equitable access to key social services to their citizens is a fundamental challenge for development across the South. The “disorderly retreat of the state” — as a participant in IDRC’s regional consultations put it — has left a situation in which strategies to promote access to and financing of key public goods such as health, education, and social security are increasingly contested. At the same time, informed public dialogue and engagement in debates around health and other social services represent an opportunity to strengthen democratic institutions and practices themselves.
- 81 IDRC programming in this field will concentrate in the first instance on health and health-care services, building on the work of our Governance, Equity, and Health (GEH) Program Initiative. We will continue to focus on strategies to ensure equity of access, as well as on critical governance challenges in the design and implementation of health-related policies. At the same time, we will explore cross-sectoral analyses on issues of service delivery, such as decentralization or the role of public-private partnerships. Additional efforts will also be made to integrate economic analysis of strategies for financing of services, and the distributional impacts of policy choices, building on the experience of MIMAP in poverty measurement and analysis.

d. Gender Justice

- 82 As in other Program Areas, a concern for gender issues and gender analysis cuts across all programming within SEP. This will continue in the coming five years, with dedicated efforts to integrate gender-specific research and gender analysis throughout the Program Area. At the same time, we will launch a new program of support to work on issues

of gender justice and citizenship, building on work initiated by IDRC's Gender Unit over the past two years. Plans for this new Program Initiative will be presented to the Board in 2005.

- 83 The concept of gender justice represents a fruitful way of approaching future research on gender issues and relations, and a new lens through which to view the challenge of strengthening citizenship and political participation. Work will focus in particular on understanding the legal and institutional impediments to women and men's exercise of their rights as citizens. Initial work is underway to define opportunities for IDRC research support, and to explore potential research issues such as decentralization, where the devolution of many state responsibilities to the local level raises a series of challenges — and potentially opportunities — for women's rights, entitlements, and political participation.

Secretariats

- 84 SEP will also continue to support a select number of multi-donor-financed Secretariats dealing with issues that cut across the themes outlined above. In comparison to the 2000-2005 period, only a limited number of such initiatives will be supported, and Secretariats will be linked more closely to Program Initiatives to ensure greater coherence and cross-program learning.
- 85 Two Secretariats are currently slated for funding. Funding will be renewed early in FY 2005/06 for Research on International Tobacco Control (RITC), which supports research and capacity-building to address the critical health and development challenges associated with tobacco production and use in developing countries. While closely linked to GEH, its work program also touches on other aspects of the SEP program framework. Continued funding will also be provided to the Environment and Economics Program for South-East Asia (EEPSEA), in collaboration with IDRC's Environment and Natural Resource Management (ENRM) Program Area. Efforts are underway to expand EEPSEA-like activities to other regions during the next few years, beginning with support to a companion network in South Asia.

IV. Canada in the World, the World in Canada

- 86 The environment for research and international activities is evolving rapidly in Canada, and will provide a variety of new opportunities for the Centre. The Canadian knowledge-based community has shown an increasing interest in contributing to and benefiting from international research in ways that explore the interconnectedness of North and South, and that address shared problems in a collegial manner where both partners contribute and benefit from collaboration. This builds on existing programming involving Canadians. The Centre will continue to support collaborative research for mutual benefit between Canadians and Southern partners across the range of the Centre's program areas, such as on poverty, health, ICTs, trade, agriculture, and environment. It will support the work of researchers interested in development studies and looking at global issues. It will assist civil society organizations working globally as they increasingly recognize the importance of knowledge creation and sharing in meeting their objectives, and it will offer young Canadian researchers, journalists, and interns an opportunity to become

involved in development research, either by pursuing formal training or through hands-on experience.

- 87 The Centre expects that it will enhance the work and capacity of both Southern and Canadian researchers. We will also seek opportunities to promote, sustain, and expand linkages with Canadian institutions involved in international development, and looking at global issues that have an impact on developing countries and Canada. IDRC must be an active participant as Canadians review and expand their relationships with the world, and ensure that its experience and learning contribute to Canada's policies on international issues.

a. Canadian Partnerships — Universities, Research Institutions, and NGOs

- 88 The Centre will continue to develop its links to the Canadian constituency focusing on organizations and activities engaged in knowledge-led work for international cooperation. The goal is to assist with the creation of knowledge and practice that respond to the realization that Canada's own security and prosperity, in a just and peaceful world, are linked to ideas, knowledge, and innovation, which are increasingly generated around the world, including and especially in developing countries. Institutional links will include leading Canadian institutions, such as the Association of Universities and Colleges of Canada (AUCC), the Canadian Council for International Co-operation (CCIC), relevant Canadian learned societies, universities, and nongovernmental organizations (NGOs).
- 89 The Centre will also support a wide range of small research projects and knowledge-related activities undertaken by Canadian organizations concerned with international cooperation. Small grants projects and activities enable a wide range of Canadians to connect with the Centre. The mechanism encourages experimentation and new ideas, and is responsive to a variety of small endeavours that enable Canadians to explore their links with the international community. These small grants promote the Centre's knowledge-based perspective on development while being responsive to the inspiration and energy of Canadians.

b. Participation in the Internationalization of Granting Councils and Government Departments

- 90 The Centre has been involved in the lively debate in Canada on the "internationalization" of Canadian research and on the scope of international cooperation. There is renewed interest in Canadian universities and science and technology institutions for collaborating and sharing experiences with developing-country partners. Most recently, there has been a call for Canada's domestic research capacity to be more closely linked with the South, and the realization that government ministries are also involved in an increased range of activities with Southern partners. The Centre will encourage this interest and seek new directions for Canadian partnerships that can ensure mutual benefits for Canada and partners in the South. This will mean that the Centre must share the lessons learned from its nearly 35 years of experience in crafting and supporting equitable South-North and South-South knowledge partnerships through networking. It will expand its collaboration with institutions such as the Canadian research granting councils and the National

Research Council, as well as other mechanisms and institutions that have emerged as part of Canada's investment in its own innovative capacity, such as the Canada Research Chairs and the Canada Foundation for Innovation. The experience of the Global Health Research Initiative, combining resources from CIDA, the Canadian Institutes of Health Research, Health Canada, and IDRC, is a recent illustration of one form such partnerships might take.

- 91 Canada's public service knowledge base and its research sector are increasingly playing an international role and are interested in linking their capacity more directly and frequently with that of countries and institutions in the developing world. The goal is to strengthen the capacity to undertake research and evidence-based policymaking. With its worldwide network of researchers and policymakers, IDRC represents an asset to Canada in reaching out to the world. Within the limits of its available resources and mandate, the Centre will endeavour to assist in this linkage.

c. The Emerging Science, Innovation, and Development Agenda

- 92 Innovation, both social and technical, lies at the heart of developmental and international cooperation activities. Canada is promoting a strong innovation- and skills-based domestic agenda and has declared its intention to increase its standing in the international tables that chart investment in science and technology. Over the last several years, it has re-invested substantially in domestic research capacity. In international terms, it presents itself as an important and open player in terms of innovation and knowledge-based development. It has been suggested that this should be a key dimension of its foreign policy. In the South, IDRC has long been seen as a key research supporter and its activities have contributed to Canada's image as an innovative partner willing to share expertise and knowledge. It is increasingly understood that while the developing world faces enormous development challenges, its contribution is also key to solving global problems (many of which touch Canada). In other words, knowledge exchange and research cooperation are mutually beneficial. This will provide the context for IDRC activities with Canadian partners over the next five years and beyond. The work of the Research on Knowledge Systems Program Initiative (ROKS) (see section V below) will contribute to achieving this aim.

V. Explorations

- 93 The Centre operates in a changing environment: research methodologies change; trends have to be sifted from fads; countries open; countries close; countries fall apart and re-build. Systems — political, economic, social, decision-making — evolve. Technology progresses. Budgets everywhere fluctuate. The drivers of the Centre's work are constantly changing, and, even if they are not, their relative strength does.
- 94 The challenge for the Centre's program framework is to provide stability while not discouraging flexibility. The broad program configuration previously described is up to this task, particularly because a degree of adaptation to changing circumstances is built into the programming system.
- 95 As a matter of routine, all programs keep up with developments in their field. During the past three years, about 13% of the program budget has been set aside to respond to opportunities that might lie outside the remit of individual programs (see section VII).

- 96 “Explorations” is the term the Centre uses to identify a process of program development or program consolidation. Since Centre programs cover a wide territory, it is seldom happens that an exploration starts “afresh.” Typically, Centre staff, management, or Governors identify an exploratory theme. The process that follows depends on the nature of the theme, but would have at least three common characteristics:
- First, it would seek to build on existing platforms within Centre programs;
 - Second, it would comprise a program development phase. During this period, a set of regional consultations would be held, entry points and partners for Centre programming identified, and the program structure determined. On the latter, the principal decisions relate to staffing (team size and composition) and the program modality, that is, the choice between status quo, a consolidated program, and distributing work on the theme among existing programs;
 - Third, the process of exploration would include a measure of programming as well, so that program development is not “lost time.”
- 97 At the start of CSPF 2000-2005, Governors identified two themes that were deemed explorations — Research on Knowledge Systems (ROKS), and Governance. After a period of about two years, the “Governance exploration” developed into the Governance, Equity, and Health (GEH) Program Initiative, presented to the Board of Governors in October 2002.
- 98 As for ROKS, Governors endorsed an exploration designed to examine “the ways in which knowledge is produced, communicated, and applied to development problems, and to investigate the policy and institutional frameworks that govern this process” [CSPF 2000-05.] Thus was ROKS born. An update was presented to Governors in June 2003. ROKS is a crosscutting policy research effort in support of knowledge, science, and technology for capacity building in the South. This is being achieved by thematic annual grants competitions and partnerships with selected institutions, such as the NEPAD S&T secretariat, the African Technology Policy Studies network, and SciDev.Net, ROKS is also expanding its linkages with the foreign policy, development, and innovation agenda in Canada. ROKS is also playing a role in the biotechnology and other emerging technologies Task Force noted below.
- 99 About two years ago, it became evident that new technologies such as biotechnology and nanotechnology were likely to have profound impacts on almost every aspect of life in both developed and developing countries. These impacts are largely unknown and therefore controversial. The capability to assess them — much less deal with them — is low and exceptionally uneven in developing countries. Governors heard a presentation on this issue in March 2004, and will continue to receive updates on the work of the Centre’s in-house Biotechnology Task Force.
- 100 At about the same time, it became clear that the work of the Centre’s Gender Unit, which was crosscutting in nature and still somewhat focused on the gender mainstreaming function, would be rendered more effective if it pursued a dedicated program. As a result, the Gender Unit has staffed up, is receiving a larger amount of financial (granting) resources, and is working toward creating a PI whose working title is “Gender Justice.” Situated in the SEP program area, it is expected that a prospectus will be presented to Governors for approval in October 2005. Gender mainstreaming in programs will

continue to be provided by gender specialists within the programs themselves, or by outside experts, rather than by the in-house Gender Unit.

- 101 Of a different nature, the ENRM program area will use the early part of CS+PF 2005-2010 to consolidate the long-standing work that the Centre has supported on the various dimensions of water, and to examine how best to continue to support work in this important development issue. A senior program staff member will steward this activity, which will include the work of several program units.
- 102 The private sector plays an important role in development, one that some researchers — and governments — often miss, or worse, denigrate, to their peril. As the Report authored by the UN Commission on the Private Sector and Development, headed by Prime Minister Paul Martin and former President Ernesto Zedillo, of Mexico, states “the private sector is already central to the lives of the poor and has the power to make those lives better.”
- 103 Much work needs to be done to understand what policy and institutional environment would be favourable to enable private sector development to create jobs, support increased social development and economic competitiveness. While the answers undoubtedly vary by sector and country, they must draw on and contribute to an increasing body of knowledge.
- 104 Drawing on the Biotechnology exploration model but with a shorter time span, a Centre-wide task force (TF) has been established to identify program niches for the Centre’s work in this area, support exploratory work and propose options for program priorities and modalities.
- 105 The TF is still in its early stages, but even so, substantively, three themes are emerging. The first, drawing on the Centre’s work with a large policy development project in Egypt, is concerned about policy design and application for supporting the Small and Medium Enterprise (SME) sector. It will also build on the results of a workshop held in Cairo in February 2003 jointly hosted with the Economic Research Forum on this subject. The second, based on the Centre’s work on trade and employment, is likely to focus on how developing countries may become more enabled destinations for foreign (direct) investment and remittances while maintaining or improving the economic and social development imperatives. The third, inspired by the Centre’s work in the Environment and Natural Resource Management area, will explore the dynamics of being small, competitive and green, and ways to strengthen the private sector’s role as an agent of sustainable local development.
- 106 It is apparent that the Centre will need to work with a set of nontraditional research partners, inter alia - Southern business schools, chambers of industry and commerce, international consulting firms, private sector-funded foundations and think tanks, small industry associations, productivity councils and industrial finance institutions. It is expected, then, that the focus on the private sector, while grounded in past work, will develop it in these new directions. Other themes and approaches may well take shape as the work of the TF proceeds.
- 107 The explicit mention of the topics above is not to exclude the exploration and innovation that constantly occurs within Centre programs, much of which has already been described. Rather, in the spirit of the opening paragraphs of this section, it is to present

the broad themes that Centre management feels merit further examination. The examples above also serve to underline that “new idea” does not equal “new program.” Development issues have to be separated from the programming modality used to deal with them. The point is that new themes are constantly under consideration. How they evolved within Centre programming is issue-specific.

VI. Partnerships

- 108 Centre programs will continue to work with other donors and development partners wherever possible. This increases the scope and the impact of Centre programming and contributes to the global coordination and harmonization efforts in development research. At a more practical level, resource mobilization and partnering increases the financial resources for and capacity of our research partners. Partnering, therefore, is a Centre-wide imperative, with every programming unit cognizant of its importance. The Partnership and Business Development Division (PBDD), located in the Program and Partnership Branch, serves as the focal point for the Centre’s activities in this area. PBDD takes the lead in the strategic and policy dimensions of partnering, as well as some of the more practical aspects of negotiating and reaching agreement with other donors, roles shared with all program staff.
- 109 To balance the benefits of partnering with the associated (transactions) costs, in 2003 the Centre moved toward a more deterministic approach to working with other donors. Like-mindedness and program fit are the over-riding considerations for seeking (or receiving overtures from) donor partners. This has led to a focus on about 24 Canadian, bilateral, multilateral, and foundation partners. It is understood that this list is not definitive. New partners will emerge; others will drop off. During this CS+PF period, maintaining the list — that is, staying on top of developments in other donor agencies, and acting on these — will remain a priority for PBDD and the Centre more generally. Strategic partnering frequently includes not only additional funding, but also intellectual inputs and knowledge-sharing, enabling all partners to pool their resources to achieve results they could not attain alone. Resource mobilization thus becomes the outcome rather than the objective of partnering.
- 110 Under the frame of strategic partnering, three trends bear mention:
- The first is the recognition that capacity building is about more than support for a particular research project (see also section VII below). The Centre’s partners in developing countries have expressed an interest in learning more about effective partnering. It is expected that during this CS+PF period PBDD will take the lead in designing and implementing a program for research partners and networks on the various aspects of resource mobilization. Through these activities the program will strengthen institutional capacity and skills of research managers, and ultimately, contribute to the financial sustainability of development research.
 - The second trend is the emergence of hitherto recipient countries as donors in their own right. Brazil, China, India, South Africa and South Korea, for example, have official development assistance programs that will increase in size and sophistication in the coming years. Their contributions to the development research agenda will create opportunities for the Centre, both to access resources and to shape the evolution of

these programs. The quality of the interaction with these new programs will, initially at least, not be determined by the size of the financial transaction but rather through the innovation of working in a North-South-South modality.

- The third trend is the likely emergence of robust public-private partnerships in the development research sphere. While none is without risk or controversy, a serious effort will be made to understand and work with firms in the IT, pharmaceutical, mining, and forestry sectors. A promising start appears to have been made with the Microsoft Corporation. The ICT4D program area has worked with the Microsoft Corporation in the development of the Telecentre Support Network, linking this new initiative with the Centre's applied research collaborators.

111 Figure 1 shows the evolution of forecasted and actual cofunding (that is, dollars for Centre activities that flowed through and were managed by the Centre) between 2001/02 and 2004/05. The principal points to note here are:

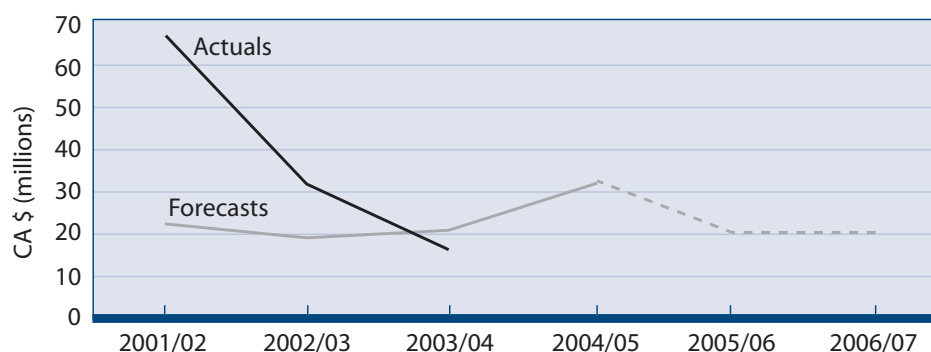
- The devolution of several mature externally funded initiatives (for example, the Trade and Industrial Policy Strategies secretariat) and of large externally funded initiatives with missions that did not fit entirely well with the Centre's (mainly the Micronutrient Initiative and SchoolNets) have resulted in a drop in the level of annual co-funding.
- The Centre expects to vigorously promote partnering anchored in a firm program base, but will refrain from setting a specific financial target for resource expansion. Nevertheless, it is expected that the approximately \$15 million in realized co-funding of the past four years will rise to the \$20 million+ range.
- We will aim for a 12% indirect cost recovery rate for new agreements. However, the average realized rate might be lower on account of old agreements at less than 12%, and to allow for the fact that the Centre may elect to reduce a portion of its indirect cost recovery for a given partnership. As a result, the current realized rate of 6% would rise to 9% by 2010. The Centre will aim for 100% direct cost recovery from new contributions during CS+PF 2005-2010.

VII. Programming Modalities

112 The Centre's programs will continue to be delivered via the **three existing modalities** — Program Initiatives (PIs), Secretariats, and Corporate Projects, with some fusing of the latter two.

113 The PIs will remain unchanged in terms of their concept and structure. They are multidisciplinary teams, lead by a team leader, organized around a development issue. Typically, team members are located in several IDRC offices. PIs prepare a prospectus that describes the key precepts and operations of the team for a period of five years, a document that is approved by the Board of Governors. The prospectuses form the "rolling" part of the PF. Based on lessons from CSPF 2000-05 and the external reviews of many PIs, PIs will be larger entities both financially and in terms of human resources during CS+PF 2005-2010. This will be achieved by consolidating existing programs (see the sections on program areas above) and allocating funds from what is assumed to be a growing Parliamentary grant and external funding. Larger program units will be more resilient to the inevitable shocks that occur to any system, and permit a larger measure of flexibility in programming lines.

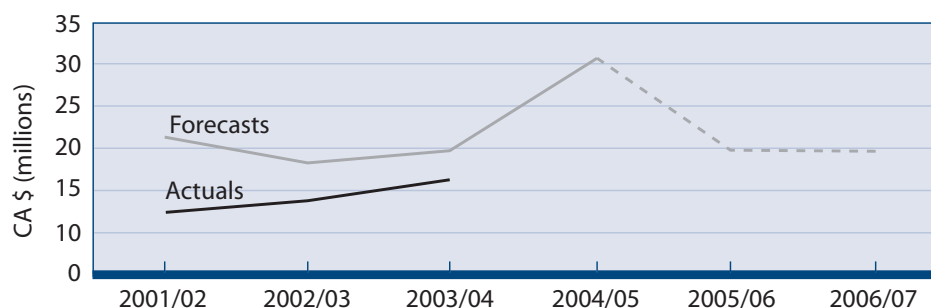
Figure 1. Total RX Co-funding Appropriations across IDRC Programming 2001-2005



Notes:

Forecast figures: aggregate of probabilities generated by PBDD and TLs 3 months prior to the beginning of the FYI.
 Forecast figures for 2004-05 last revised in September 2004.
 Actual figures generated by Epik on May 17, 2004.
 Figures include: Pls + Secretariats + Corporate Projects. ICA is not included. Only 2004-05 figures include ICA and CA.
 Figures exclude the 10% recovery of indirect costs; 2002-03 was the last year MI figures were included.

Figure 1A. Total RX Co-funding Appropriations across IDRC Programming 2001-2005 (without MI)



Notes:

Forecast figures: aggregate of probabilities generated by PBDD and TLs 3 months prior to the beginning of the FY.
 Forecast figures for 2004-05 last revised in September 2004.
 Actual figures generated by Epik on May 17, 2004.
 Figures include: Pls + Secretariats + Corporate Projects, ICA is not included. Only 2004-05 figures include ICA and CA.
 Figures exclude the 10% recovery of indirect costs.

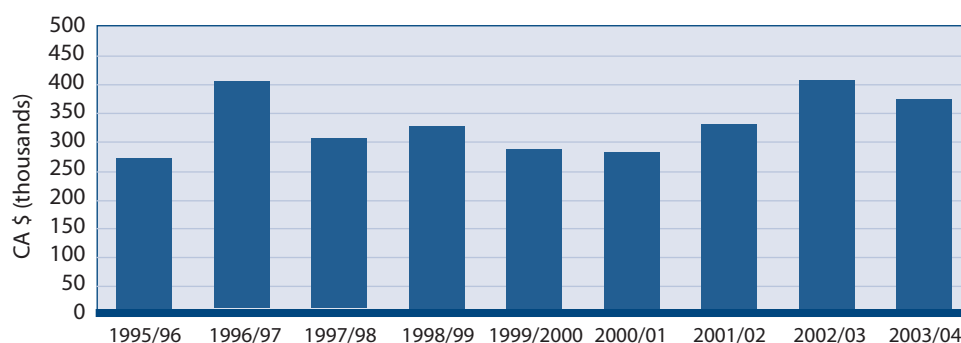
114 The Secretariat modality was created in the early 1990s — a period of great financial stress at the Centre — to better enable resource expansion. Secretariats are also organized around a development issue. They are multidonor-funded programs housed within — and therefore governed by — the Centre structure and processes. Each Secretariat is directed by an Executive Director who manages program and administrative staff, and who reports to the Centre through a Steering Committee comprising key stakeholders.

- 115 Corporate projects are large projects (as opposed to a PI, which is a collection of projects), and they are typically more contained than either a PI or Secretariat. This modality enables the Centre to pursue a line of work or seize an opportunity without having to create the structures of a PI or Secretariat.
- 116 Until the creation of program areas (and the appointment of their Directors) in 2000, these three modalities operated independently. The creation of program areas has brought a significant measure of thematic and managerial coherence to Centre programming. As a result, within each program area, PIs, Secretariats, and Corporate Projects function in a much more integrated manner than previously. Examples of cooperation abound, as reported each year in the Program of Work and Budget (PWB), and the Director of Program Areas' and Regional Directors' Reports. Partnership and resource expansion is inherent in all three modalities, which considerably diminishes one of the *raison d'être* of Secretariats. Many of the devolutions of Secretariats during CSPF 2000-2005 were driven by considerations of (imperfect) program fit and (high) degree of maturity of the Secretariat. Partnering can be achieved whatever the modality. It is assumed that during CS+PF 2005-2010 the financial imperative will not be pre-eminent in entering into an agreement. It is likely, then, that the Secretariat modality as currently understood would give way to PIs and Corporate Projects without in any way diminishing the advantages of multipartnering and joint programming.
- 117 The Centre will continue to devolve activities where appropriate. Devolution involves the passing of substantive and managerial control of an activity housed within the Centre to an external agency. Historically, the Centre has housed activities within its structure and then devolved them for three reasons:
- an activity may have been "incubated" at the Centre until an appropriate final locale, be it an existing institution or a newly created one, was found;
 - the Centre's belief in capacity building, and in not "hanging on" to activities;
 - a hitherto in-house activity will grow, programmatically and in size, to the point where it would be more appropriate to spin it off as an independent entity or to another institution.
- 118 The Centre has devolved activities throughout its history. Examples include the African Economic Research Consortium, two Consultative Group on International Agricultural Research centres (the International Centre for Research in Agroforestry and the International Centre for Agricultural Research in the Dry Areas), the Micronutrient Initiative (MI), and the African Technology Policy Studies network, all of which became independent institutions located (with the exception of MI) in a developing country. We expect to continue in this vein, with individual possibilities being flagged annually in the PWB.
- 119 The **flexibility** built into the annual program maps will be enhanced during CS+PF 2005-2010. Although it is expected that every program will retain some flexibility to seize opportunities when they may arise, there are three explicit windows devoted to this end. The first is the Program Fund that the Policy and Planning Group manages on behalf of Senior Management Committee to respond to unexpected opportunities to build corporate partnerships and strengthen the Centre's international reputation. The second comes from the Regional Activity Funds that each Regional Director manages to respond to priorities and opportunities in his or her respective region. The third is the Forward Planning

budget item managed by the Program and Partnership Branch. For most of CSPF 2000-2005, these funds amounted to about 12 percent of the program map: in an era of rising program allocations, that meant an approximate doubling of their dollar value (to \$9.3 million in 2004/05) during that period.

- 120 Governors have consistently endorsed a healthy degree of flexibility within the program system. This flexibility supports:
 - rapid entry into emerging opportunities, either geographic or thematic;
 - exploratory research activities within the context of the CS+PF;
 - corporate priorities (such as linking research to policy);
 - funding sabbaticals and internships; and
 - providing supplemental funding to strengthen projects or programs or replicate them in other regions.
- 121 On the assumption that the Centre's Parliamentary allocation will continue to rise by at least eight percent annually during CS+PF 2005-2010, flexibility will be enhanced in two ways. First, program managers will work with individual programs to ensure that pipelines retain the capability to respond to new situations and emerging opportunities. Second, a larger proportion of the program map will be devoted to the explicit "innovations funds." It is important to note the combination of these two approaches so that internal transactions costs do not increase or that an artificial dichotomy is not created between "regular" programs that might see the funds to support innovations as additional to (and outside of) their own decision-making and priority setting processes.
- 122 Figures 2-3 show the evolution in project size by PI and in the aggregate. There is a slight trend toward projects of a larger financial value. Since the initiation of the PI system in 1996, average project size at the Centre has fluctuated around the CA \$300 000 mark and stood at approximately CA \$350 000 in 2003/04. This conceals a marked variance among the PIs, with a few PIs averaging above CA \$400 000 annually and several clustered around the CA \$250 000 mark.
- 123 During CS+PF 2005-2010, the slight upward trend in overall project size will continue, even accelerate. There are a number of reasons for this. First and foremost, throughout CSPF 2000-2005, programming (and therefore projects) was emerging from a period of budgetary cutbacks. Project budgets were therefore concomitantly squeezed. This made for weaker projects and a higher workload. As the Centre's financial situation becomes more buoyant, some of the needless pruning of proposal budgets will end. It is not easy to conceive of a better win-win situation than to mandate projects that are fully and properly funded from the very start.
- 124 Equally important, the process of capacity building through research has to be understood within the larger context of capacity building — of institutions and of abilities to "do good research" with the capacity to manage funds, partner, communicate, and network. Projects that incorporate these other elements of capacity building will make for a more complete effort — and of necessity be larger in size and scope.

Figure 2. Annual Average Project Size, 1995-2004



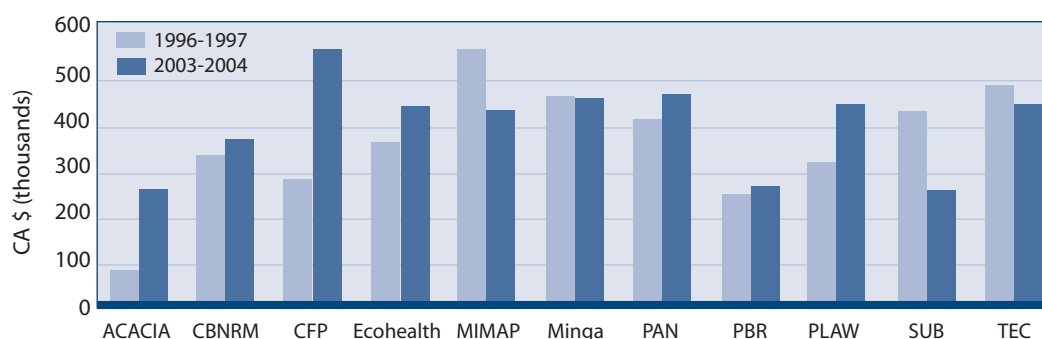
Notes:

Research projects only; internal funding only; all supplements deemed approved at the same time (FY) as original amount.

Programming Units included: Acacia, CBNRM, CFP, Ecohealth, MIMAP, Minga, PAN Asia, PBR, PLaW, SUB, TEC.

All non-PI research projects are excluded in this chart (corporate projects, explorations, flex funds, Evaluation, SID).

Figure 3. Average Project Size by PI, 1995/96 and 2003/04



Notes:

Research projects only; internal funding only.

All supplements deemed approved at the same time (FY) as original amount.

Some existing projects were assigned once PIs were created.

A retroactive attribution was done of active non-PI projects that fit PI objectives once PIs were created.

125 The approach to a more complete vision of capacity building will operate through the individual projects supported by the Centre's program units, as well as by Centre-wide initiatives administered by the relevant functional group. During CS+PF 2005-2010, we expect to support initiatives that will operate either globally or regionally in areas such as

- communications;
- linking research to policy;
- partnering and resource expansion;
- electronic access to data and information;
- financial administration.

126 A final area where we expect an increased emphasis is in the use of competitive grants mechanisms, and fellowships and awards.

- **Competitive grants** mechanisms are a useful complement to more capacity-building focused activities (though the two are not mutually exclusive.) Although setting them up is labour-intensive, once established, they have the potential to achieve several goals, often simultaneously. Most of these programs have the added advantage of being easily expandable, in size and scope, with relatively few labour inputs (the flip side of having high start-up costs.) This makes partnering possible at various stages of the process. These include:
 - training and capacity building in a new methodology;
 - raising visibility for a niche development issue;
 - network creation;
 - raising visibility for IDRC's work;
 - bringing scholars and practitioners of international calibre into the Centre's orbit;
 - systematizing the process of grants allocation and making it more transparent.
- Fellowships and awards are a sub-set of the competitive granting modality. At IDRC, these are targeted at young researchers, thus extending the Centre's reach to a group that typically is not covered by "regular" projects, which by their nature are aimed at mid-level and senior researchers and policymakers. A number of PI external reviews pointed to the importance of developing young talent, particularly in emerging fields and methodologies. This process creates the talent pool for other Centre endeavours over time and completes the portion of the Centre's research "life-cycle," which has been relatively neglected for decade or so. In addition to expanding the resources available to support Canadian graduate students to carry out fieldwork in developing countries, a program will be (re-) created to support developing-country graduate students to undertake fieldwork and/or study in a Canadian university.